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ABSTRACT

This monograph describes the Alberta College Commission Master Planning Project, which includes all post-secondary non-university and continuing education services in the province. The areas covered are: (1) the need for planning--system efficiency and effectiveness, coordination of post-secondary education; (2) the Alberta College Commission Master Planning Project--growth and development of the college system, master planning; (3) purpose of the project--general purpose, statement of the problem, scope and limitations (organization of post-secondary education, constraints and limitations, delimitations), definition of terms; and (4) methodology--project design (purpose, establishment of goals, development of a planning model, data collection, development of data screens, and data analysis), planning model (collecting the data, analyzing the data, evaluation), and critical path (a chart conceptualizing the planning project and outlining the interrelationships of the various areas under study). (KM)

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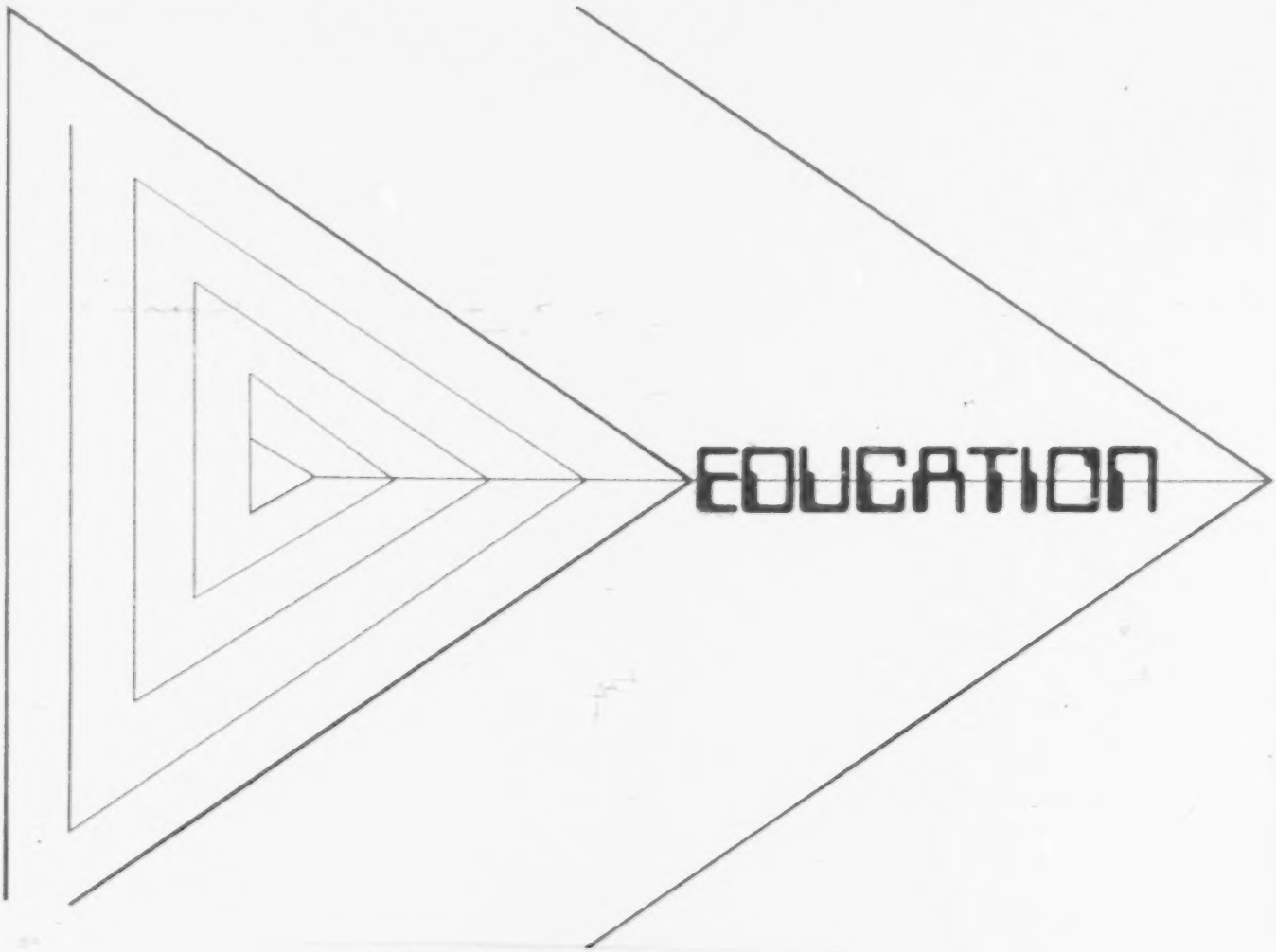
MASTER PLANNING MONOGRAPH 1

The Planning Project

Developing a Master Plan for Alberta Post-Secondary Non-University and Continuing Education



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May 1971
Alberta Colleges Commission

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MASTER PLANNING MONOGRAPH #1

THE PLANNING PROJECT

DEVELOPING A MASTER PLAN FOR ALBERTA POST-SECONDARY NON-UNIVERSITY AND CONTINUING EDUCATION

By

R. A. BOSETTI

ALBERTA COLLEGES COMMISSION

MAY, 1971

FOREWORD

"Developing a Master Plan for Alberta Post-Secondary Non-University and Continuing Education" is a monograph describing the Alberta Colleges Commission Master Planning Project.

The monograph was developed by a Planning Steering Committee in November, 1970 and was later revised to accommodate expanding the original project to include all post-secondary non-university and continuing education services in the Province of Alberta.

The monograph highlights the need for system-wide educational planning. It develops a model which takes into account three dimensions of needs to be accommodated by the educational system and outlines the basic methodology to be used in planning. The monograph concludes with a Critical Path which charts the various elements of the planning project and shows their interrelationships.

Data collected for the planning project will be published in subsequent monographs.

R. A. Bosetti,
Director of Planning.

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DEVELOPING A MASTER PLAN FOR ALBERTA POST-SECONDARY NON-UNIVERSITY AND CONTINUING EDUCATION

THE NEED FOR PLANNING

System Efficiency and Effectiveness

Extensive planning is a major characteristic of business and industry. Market surveys, projections of consumer needs and services; analyses of trends and developments, and planning program budgeting systems are necessary elements of the successful business and industrial enterprise.

The public educational system is being forced to recognize the values of long-range planning by public demands for increased services at a time of rapidly excalating educational costs. In order that the public need for post-secondary education can be met adequately and efficiently within the resources available, careful planning of programs and facilities is necessary at the provincial system level.

The need for long-range planning in the post-secondary system is highlighted by predictions of accelerating growth in number and diversity of post-secondary, non-university educational institutions. Population trends and projections indicate that by 1975 high schools will retain 90 percent of student cohorts, and that by 1980, 70 percent of high school graduates will continue their education for at least one more year.[1] Population projections completed by

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[1] R.H. Martin, "Future Issues in Coordinating Alberta Post-Secondary Education," Unpublished Master's Thesis, University of Alberta, Edmonton, 1970.

Fast[2] indicate a 137 percent increase in college enrolments for the period 1969 to 1974.

Coordination of Post-Secondary Education

The coordination of the post-secondary non-university level of education poses an increasingly complex and difficult problem. At present, more than ten provincial government departments are, to varying degrees, involved in post-secondary education. The following list illustrates some of the areas in which various departments are involved:

Department of Education - Adult Continuing Education
- Technical Institutes
- Alberta Vocational Centres

Department of Agriculture - Agricultural and Vocational Colleges
- Agricultural Extension Services

Department of Health - Schools of Nursing
- Paramedical Training

Department of the Attorney General - Correctional Institutes
- Police Science

Department of Social Development - Social Services

Department of Lands and Forests - Forestry School

Department of Labour - Apprenticeship Training

Department of the Provincial Secretary - Cultural Development Branch

Department of Youth and Recreation - Parks and Recreation Programs

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[1] R. G. Fast, "Population Trends - Student Enrolment Forecasts - Future Accommodation Requirements," Unpublished Manuscript, Provincial Board of Post-Secondary Education, Edmonton, 1969.

In addition, two Commissions, the Universities Commission and the Colleges Commission are responsible for post-secondary educational systems. The Universities Commission is involved to a limited degree in two year programs and in adult and continuing education provided through university extension programs. Individual universities also currently exercise considerable control over the transfer of students from other institutions. The Colleges Commission is responsible for the public college system encompassing the six public colleges in the Province.

The coordination of the post-secondary non-university system is largely the responsibility of Cabinet since no overall coordinating body has been established to date. While Cabinet agreed in principle to a coordinating role for the Alberta Colleges Commission in its statement in 1969 that "Institutes of Technology and Agricultural and Vocational Colleges will be coordinated with the college system as a whole in keeping with the recommendations of the Provincial Colleges Commission and the Ministers responsible for their administration,"[3] no action has been taken formally under sections 19 and 20 of The Colleges Act to achieve this end. Therefore, the government departments and other authorities involved in this level of education continue to plan and develop somewhat independently.

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[3]"A Summary Statement of Proposals of the Provincial Board of Post-Secondary Education to the Honorable R. Reierson, Minister of Education and Cabinet Reactions to the Proposals, in Principle," Government of Alberta.

The possibility of overlapping programs, unnecessary duplication and resulting inefficiency is likely to increase unless a single unified plan for post-secondary non-university education is developed in the near future. Cabinet cannot effectively fulfill its present coordinating role without having a clear picture of existing and emerging provincial needs and of the existing services, facilities, and financial support being provided. Future decisions regarding the creation of new institutions, new facilities and new services along with decisions concerning the allocation of financial resources can best be made on the basis of a comprehenisve plan for the total system.

THE ALBERTA COLLEGES COMMISSION MASTER PLANNING PROJECT

The Growth and Development of the College System

The public college in Alberta is of relatively recent origin. Until 1957 there were only a few private colleges. Then in 1957 the first public junior college was opened in Lethbridge with primary program emphasis upon first year university transfer courses offered in affiliation with the University of Alberta. It was not until 1962, the year that generous federal government support for vocational programs was implemented, that the Lethbridge College seriously attempted to expand its programs. The developments in Red Deer which opened in 1964, Medicine Hat in 1965, and Grande Prairie in 1966 were in many ways similar to the Lethbridge story.

There appeared to be no definite plan for the development of either the institutions individually or for a system which in fact

did not exist. How colleges were built or programs developed, and how both of these were financed, was all very vague. From 1962 to 1967, there were spurts of growth in the new colleges, but again the major emphasis was on the university transfer programs.

In 1967 the Government amended The Public Junior Colleges Act to authorize the establishment of a Provincial Board of Post-Secondary Education. This Board was charged with the specific responsibility of coordinating all financial and program matters pertaining to the colleges, and with advising the Minister of Education on these matters.

This Board, after considerable research on the demand for various types of education in the Province, recommended to Government a series of proposals for systematizing and coordinating the growth of a college system. Government accepted six of the seven proposals but rejected the one which would have united the three types of public non-university institutions under one system. It was also under this Board that the 1969 Act Respecting a Provincial College System was drafted. This Act, among other things, established a Colleges Commission to promote the growth and development of a college system and to coordinate the institutions comprising the system.

Prior to 1967, the major emphasis of the two-year colleges was on university transfer programs. But the research conducted by the Provincial Board of Post-Secondary Education revealed a clear need for the establishment of other types of programs including vocational, career and general education programs. These needs were gradually translated into policy and are expressed today in the Commission's definitions of the two year college and its functions.

One of the first tasks of the Colleges Commission was to appoint a committee to develop procedures and criteria for program development and approval. The guidelines established by this committee still serve as the basic vehicle for introducing new programs in colleges.

As the system began to take shape, new programs emerged. While the functions of the institutions had been established in a general way and the method of initiating new programs for the specific colleges had been systematized, the college system lacked consistency in purpose and direction.

Master Planning

It became increasingly evident that some type of master plan was needed not only to avoid the unnecessary duplication of programs and the unhealthy competition between institutions, but to promote the orderly growth of programs at institutions where they were most needed. Furthermore, an educational master plan would identify new programs and allocate them to the appropriate institutions.

As an initial step towards master planning, each of the colleges was asked to submit a long-range plan. With one exception, these plans have been received and studied by the Commission.

In October, 1970, a committee was established to design a planning project which would result in an educational master plan for the Alberta college system.

The master plan which this committee conceived for the Alberta college system was to be open-ended in that it would encourage the development of new programs to meet emerging needs. Moreover, it would

encourage institutional diversity in planning, in organization, and in the development of curricula. The focus of the master plan was intended to be on identification of needs, programs and services, and on the coordination of programs and services among the institutions in the system. The details of programs, courses, counselling and instruction were to be retained to the greatest extent possible within the province of individual institutions.

In February, 1971, the planning project was discussed with the Honorable Robert C. Clark, Minister of Education. Mr. Clark requested that the project be expanded to take into account all post-secondary non-university and continuing educational services in the Province.

Subsequently, Mr. Clark presented a proposal to Cabinet in which he outlined the need for a total system master plan which would provide, for Cabinet consideration, alternative proposals regarding system-wide coordination and a master plan for future growth and development.

Cabinet agreed to this proposal and assured the cooperation and assistance of their staff in providing data and in serving on various committees as required. Cabinet ministers appointed representatives to serve on the master planning project.

In May, 1971, the Alberta Colleges Commission established a Planning Branch to undertake the planning project. The initial project is now being expanded to include all of the programs and services generally classified as being post-secondary non-university and continuing education.

PURPOSE OF THE PROJECT

General Purpose of the Project

The master planning project will investigate the entire area of coordination and program development in post-secondary non-university and continuing education, and will develop an educational master plan. The master plan will become the means whereby the system's philosophies are translated into programs and services essential for meeting the educational needs of Alberta's citizenry. The plan should achieve the following general purposes:

1. Describe an organized system for post-secondary non-university education.

2. Serve as a vehicle for further planning and establishing priorities.

3. Facilitate coordination among institutions comprising the system

4. Serve as an effective public relations instrument.

5. Provide a means for removing post-secondary development from purely political considerations and local pressures.

Statement of the Problem

The planning project is designed to:

1. Identify the educational needs within the Province which should be met by the post-secondary non-university system.

2. Identify the programs and services which can meet these needs.

3. Develop policies for the allocation and implementation of these programs and services.

Scope and Limitations

The planning project will be limited in scope by the organization of post-secondary education and by identifiable demographic, geographic, economic and political constraints.

Organization of Post-Secondary Education. The organization of post-secondary education in Alberta presents several rather serious limitations for master planning. Since the Alberta Colleges Commission has no legal control over the programs offered in other entities within the system, the Institutes of Technology, the Agricultural and Vocational Colleges, and the private colleges must be considered through representatives of government departments responsible for their operation. The master plan for the system will be submitted to the Alberta Colleges Commission for approval as well as to Cabinet for approval of matters outside the jurisdiction of the Commission.

Constraints and Limitations. The sparse population base in regions served by some of the institutions necessarily limits the degree to which the system can meet expressed needs within the existing institutions. However, the planning process will identify needs and allocate programs and services so that each institution is not hampered unduly by being required to offer programs and services to very small numbers of students.

Similarly, the provincial government policy statements as contained in Post Secondary Education Until 1972[4] must be considered as immediate if not long-term parameters for planning.

Additional constraints are imposed upon planning by the present number and location of institutions and by the availability of resources for developing additional facilities. However, the master plan will identify those needs which should be met and will thereby serve as a basis for the future development and growth of the post-secondary system.

Delimitations. Data collection will be delimited to:

1. Identifying those needs which might reasonably be met by the post-secondary system within the philosophy which has been adopted for the system.

2. Identifying existing programs and services which might reasonably be included in the scope of the post-secondary system.

3. Using existing current data wherever possible.

4. Subjecting data to non-rigorous analysis as an interim measure.

Definition of Terms

The College System. The college system is defined as consisting of the present public colleges located at Medicine Hat, Lethbridge, Red Deer, Calgary, Edmonton, and Grande Prairie.

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[4]R. C. Clark, Post Secondary Education Until 1972, An Alberta Policy Statement, January, 1970.

Post-Secondary Non-University System. The post-secondary non-university educational system includes the college system as a sub-system. Included in the post-secondary non-university system are the public colleges, the technical institutes, the agricultural and vocational colleges, other government-supported schools and programs, and the private colleges.

The following chart identifies the interrelationships of each sub-system forming a part of the total post-secondary education system and indicates the opportunities presently available in post-secondary education.

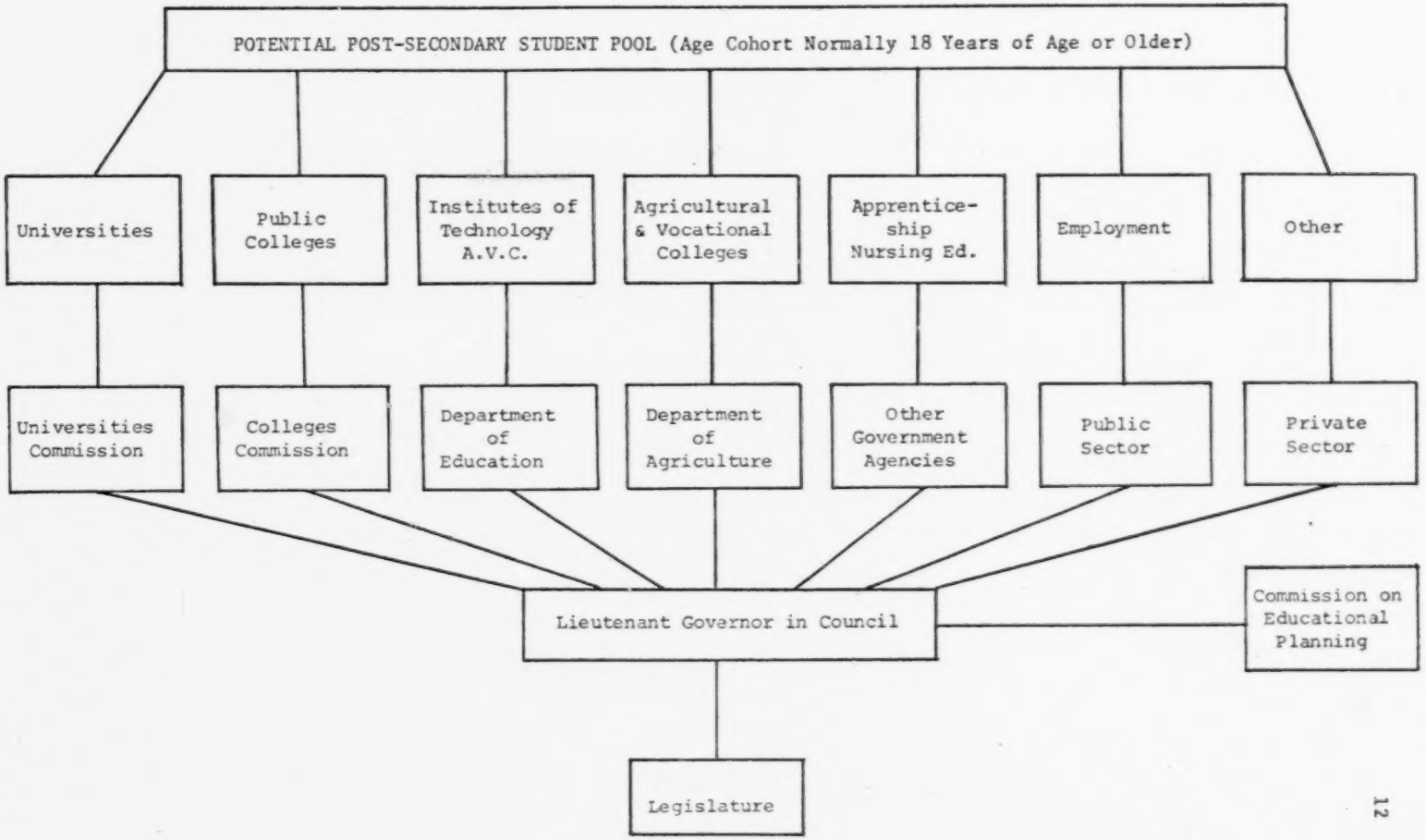

Figure 1
ORGANIZATION AND OPPORTUNITIES FOR POST-SECONDARY EDUCATION IN ALBERTA

Planning. Planning is defined as the development of a systematized procedure for determining and achieving a specified future state.

The concept of planning adopted for the project is a compromise between permitting growth and development purely by evolution and determining growth and development by design. However, long range planning necessitates the adoption of the philosophic stance that the future is at least partially controllable and that planning is a means whereby we gain some measure of control over the future by reducing to manageable proportions some of its uncertainties.

Ziegler[5] suggests that while planning may primarily seek to prepare for the future, it can also serve as an instrument to change it. He goes on to say that "...rather than accepting the traditional characterization of educational planning as a mechanism for devising policies that will be appropriate to the future we expect, we might explore how and under what circumstances educational planning might serve to facilitate the development of policies which would result in the kind of future we want." In essence, this type of planning requires not only the assessment of present needs and the translation of needs into educational prpgrams, but it also requires the establishment of system-wide goals and objectives. Since established goals are what might be termed not-yet-occurred events, it behooves the planner to examine these goals in the light of both present and future values so that he might better understand the implications of the pursuit of

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[5]W. L. Ziegler, "Some Notes on How Educational Planning Looks at the Future," Notes on the Future of Education, Published by the Educational Policy Research Center at Syracuse, N.Y., I:1, 1969.

stated goals. Thus the planner should be able to state in rather concise terms what the society and the individual will be like once the stated goal is achieved.

Educational Master Plan. Educational master plan is defined as a written document which describes an organized system for meeting both universal and diverse educational needs through identified and allocated programs and services.

METHODOLOGY

Project Design

The planning project is organized according to the conceptualized designed represented in Figure 2. The design outlines the steps required and the extent to which personnel will be involved in the planning process.

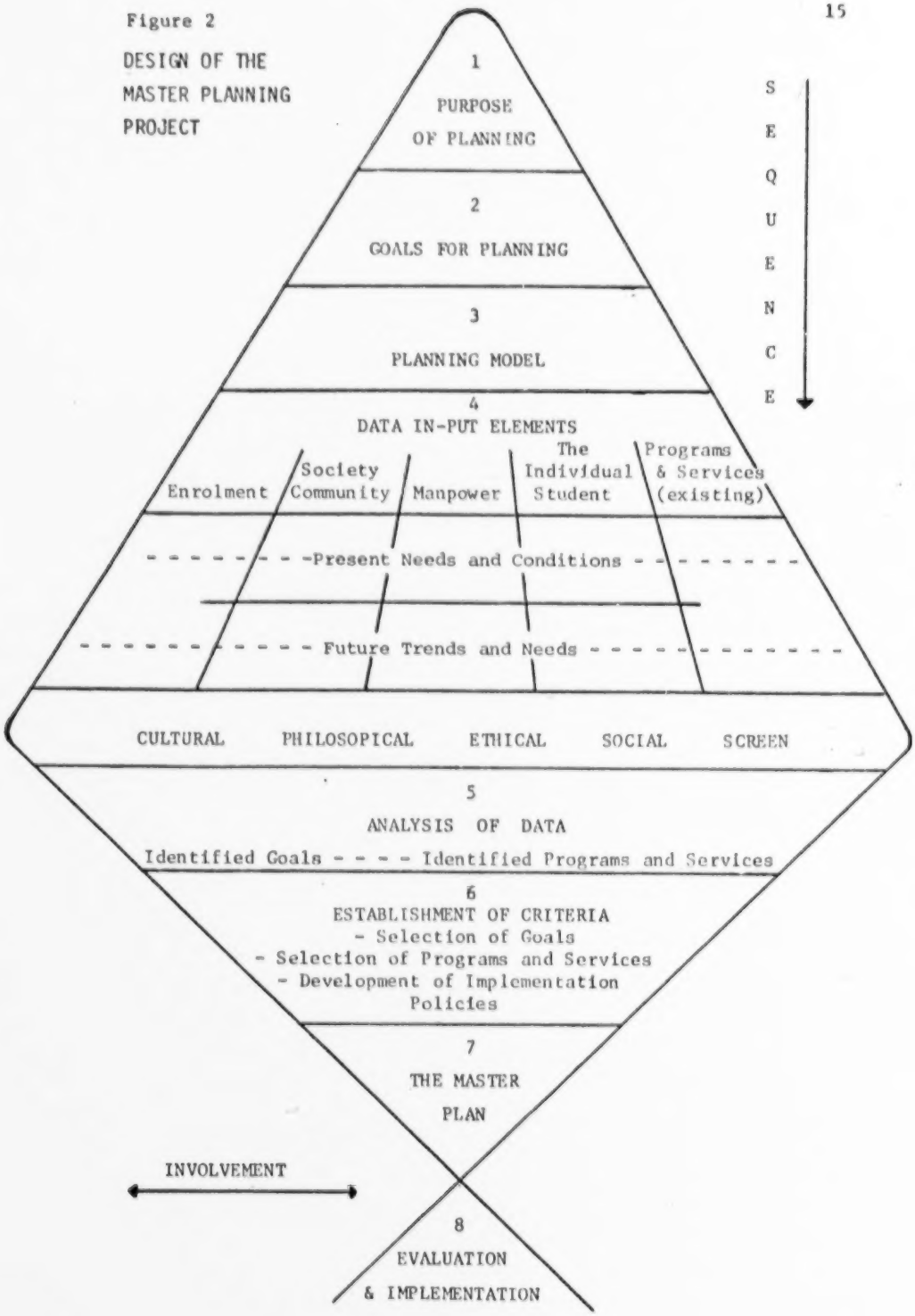
The first three steps including the outlining of a purpose for planning, the establishment of goals for planning and the development of a planning model have been carried out by Commission staff in consultation with unviersity personnel and college personnel.

The remaining steps involving data collection, development of data screens, and data analysis will be carried out in commissioned research studies and through committees drawn from as broad a population as is practical.

At each successive stage of development up to Step 4, an increasing number of individuals will be involved in the planning-decision making process so that the core planning committee does not impose its

Figure 2

DESIGN OF THE MASTER PLANNING PROJECT



own biases and belief systems unduly upon the institutions within the system and upon the community which the system is designed to serve.

The final stages of the project will be carried out by a decreasing number of individuals so that the production of a master plan is not unduly delayed once basic decisions have been made.

Planning Model

The planning process will be structured as indicated by the Model on the following page:

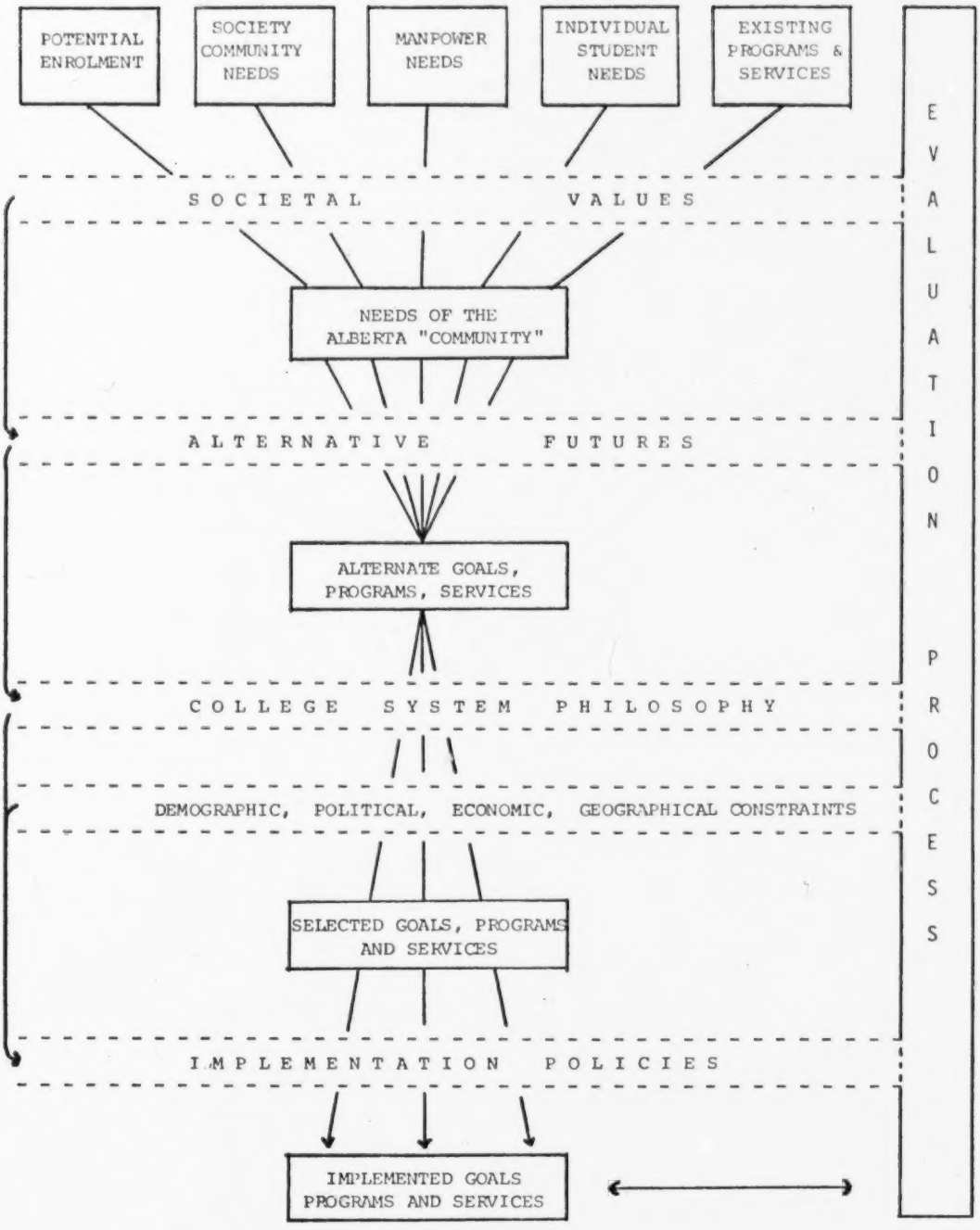
Collecting the Data. Data for the planning project will be secured through commissioned research studies. Available data from the Commission on Educational Planning, Dominion Bureau of Statistics, Department of Manpower and Immigration, and Department of Labour will be used for some of the major inputs.

1. Population projections will be completed using population figures supplied by the Dominion Bureau of Statistics and the Alberta Bureau of Statistics. Population projections completed by Dr. E. J. Hanson, 1968 and by Dr. D. Seastone, 1970 will be compared with projections completed by the Alberta Colleges Commission. Final projections will take into account emerging social and economic trends as well as the effects which expanded college program offerings might have upon enrolments.

2. Societal and community needs will be determined by examination of current literature and through commissioned studies. These data will be developed to enumerate those broad social needs which might be met by the post-secondary system.

Figure 3

THE PLANNING MODEL



3. Manpower needs will be determined in part through data collected by the provincial Department of Labour as well as through data collected and assembled by the Dominion Bureau of Statistics and the federal Department of Manpower and Immigration. Additional data will be secured through commissioned research studies.

4. The master planning project will gather information on existing programs and services from a research study conducted by Dr. G. Fisher, associate professor of educational administration at the University of Alberta. Dr. Fisher's study will identify existing programs and services in all post-secondary non-university educational institutions. The study will indicate the number of student places available in each program, in addition to current program enrolments.

5. A further commissioned research study will attempt to ascertain wants and needs of present and potential clients of the system. Additional information is expected to be available from current studies conducted for the Commission on Educational Planning.

Analyzing the Data. The data collected will be translated into programs and services after being filtered through appropriate screens. Decisions will have to be made as to future goals in order that the result of implementing the master plan will be a socially desirable future.

Committees, structured to include "experts," will be organized to develop screens and criteria. The committee will compile, as

rigorously as possible, inventories of future needs and statements of trends and projected cultural-societal conditions.

A Societal Values Committee will be established to develop and apply specific criteria for choosing which educational needs might be met by the system. These criteria will serve as a societal values screen through which identified needs will be analyzed.

A further refining of needs will occur through an examination of alternative futures for the system. A position paper will be commissioned to identify viable alternatives. On this position paper will be based deliberations by a Futures Committee. This committee will select from alternatives a viable future for the system and identify sets of goals the system might achieve.

The identified future goals will be examined in the context of both the system philosophy, and the demographic, political, geographic, and economic constraints. The most desirable sets of goals, programs and services will be selected.

Once goals have been selected, implementation policies will be developed to allocate programs and services in a reasonable balance within the system.

Evaluation. The planning process incorporates an evaluation process. Each screen will serve as a criterion for the development of successive screens so that the final implementation policies will reflect societal values, selected futures, system philosophy and constraints.

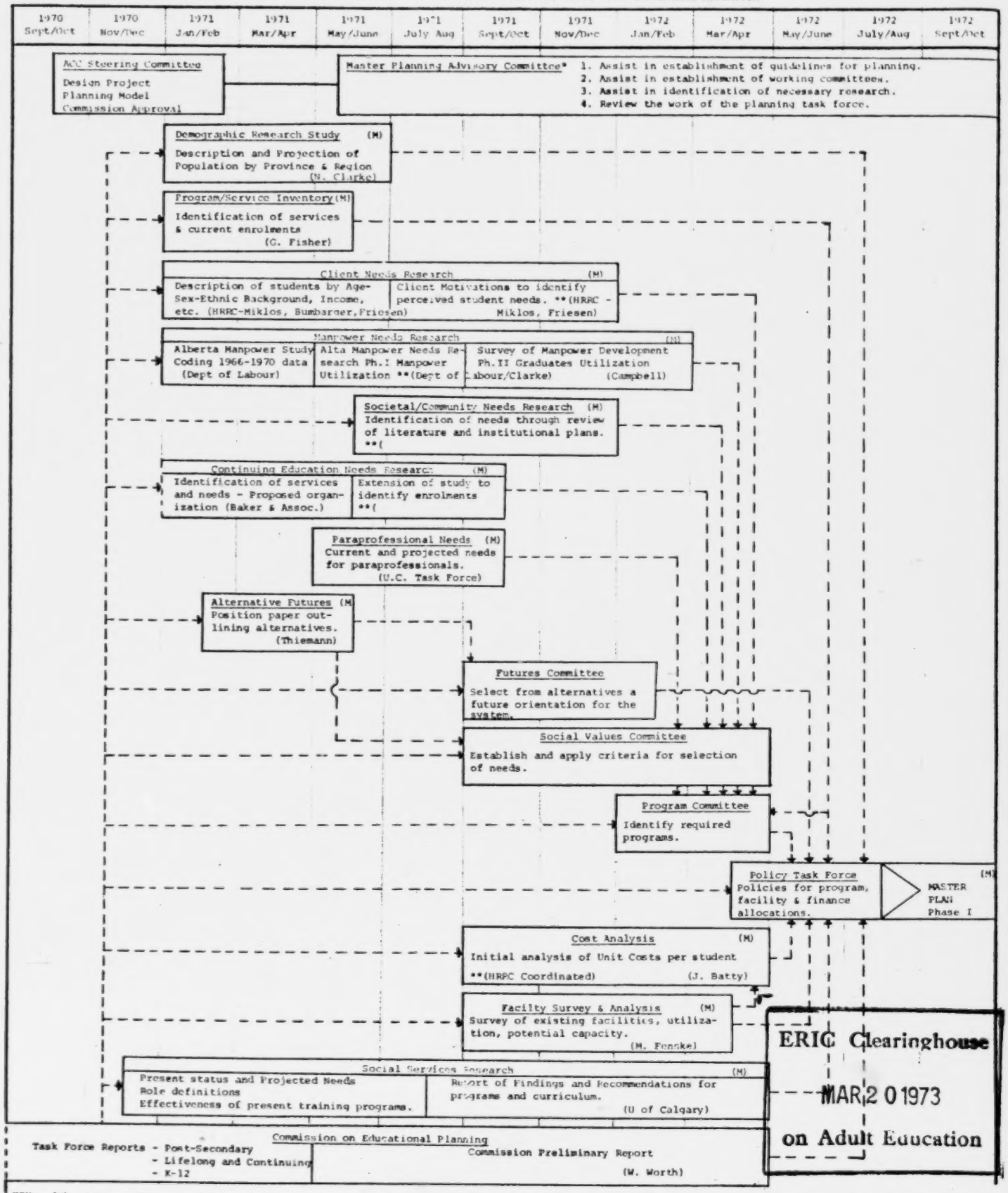
The planning model will be used both to evaluate the master

plan and to accommodate to new needs as they emerge. Although one of the objectives of planning is to identify future needs for a five-year period, the master plan will be open-ended and sufficiently flexible to encourage program innovation and development at all levels.

Critical Path

The following chart conceptualizes the planning project and outlines the interrelationships of the various areas under study. Time constraints are represented in the time line which heads the chart. Dottled lines show the flow of reports and data within the project.

MASTER PLANNING PROJECT - POST SECONDARY NON UNIVERSITY AND CONTINUING EDUCATION



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KEY: (M) - Monograph expected for publication.

* Flow of reports to the Advisory Committee will occur with each monograph. Policy Committee reports will be submitted to Advisory Committee for review.

** Studies proposed but not formally commissioned.

Figure 4